

87TH CONGRESS } SENATE } REPORT
 2d Session } } No. 1680

AMENDMENT TO COMMUNICATIONS ACT OF 1934

JULY 9, 1962.—Ordered to be printed

Mr. FULBRIGHT, from the Committee on Foreign Relations, submitted the following

R E P O R T

[To accompany S. 3252]

The Committee on Foreign Relations, having had under consideration the bill (S. 3252) to amend the Communications Act of 1934, as amended, report the same favorably without objection and recommend that it pass the Senate.

MAIN PURPOSE

The amendment to the Communications Act of 1934 proposed by S. 3252 would add a new subsection (d) to section 305 of the act. The new language will enable the President to authorize a foreign government, under such terms and conditions as he may prescribe, to construct and operate in Washington, D.C., a low-power radio station for transmission of its messages to points outside the United States, if the President deems that this would be consistent with the national interest of the United States and where such foreign government has provided substantial reciprocal privileges to the United States to construct and operate radio stations within territories subject to its jurisdiction.

BACKGROUND

It is the reciprocal privileges to be attained by this amendment to the Communications Act that are of major interest to the Committee on Foreign Relations and this report addresses itself mainly to those. The technical features of the bill, such as prospective interference to other radio services in the United States, were not considered by the committee since it is asking that the bill be referred to the Commerce Committee of the Senate for study of its technical impact.

At an executive hearing on June 21, 1962, the committee heard favorable testimony by the Acting Secretary of State, George W.

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Ball, and Adm. M. E. Curts, U.S. Navy (retired). Mr. Ball's complete statement is printed in the appendix to this report. Admiral Curts supported the State Department position by stating that—

The Department of Defense not only has no objection * * *
but is definitely recommending passage.

At the present time, the U.S. Government is handicapped severely in asking for the right to construct and operate radio stations abroad by reason of the Communications Act, which prohibits similar licensing of foreign governments in the United States. The purpose of S. 3252, therefore, is to clear the way for improving the communications between the U.S. Government and its oversea missions and posts.

Improvement of these communications is considered of great importance by the Department of State, particularly in Africa, Asia, and Latin America where many of our posts are located. It is in those areas that communications facilities are inadequate to U.S. needs. Secretary Ball testified that, at times, reaching posts in the Congo, Laos, or Algeria may take as long as 24 hours via commercial facilities and that the Department was out of touch with one north African post for as long as 48 hours during a period of civil strife.

The State Department's vast exchange of communications with its posts is conducted through four principal channels: commercial facilities, leased commercial facilities, military trunklines, and diplomatic couriers. While all these forms of communications are being improved, the greatest improvement will be the installation of radio facilities at certain of U.S. posts abroad. In order to do this, the U.S. Government must be in the position of being able to offer reciprocal privileges in the United States.

COMMITTEE COMMENTS

While the committee readily appreciated the advantages of constructing and operating radio facilities abroad, it was concerned lest this authority be used indiscriminately. The committee considered limiting the authority in terms either of the number of such facilities to be constructed or of providing that no such facilities be constructed where adequate commercial service exists. The committee decided against such restrictions, relying instead on the statements by Under Secretary Ball that—

where there are adequate commercial facilities, then we certainly have no intention whatever of developing facilities of our own. * * * It is not our intention that it would become a worldwide network.

The committee also took note of the fact that these stations will have power sufficient only to reach the nearest existing relay station.

State Department witnesses indicated the intention to negotiate agreements over the next few years for permission to construct such radio transmitters at 92 of its 292 present posts. The cost is estimated at \$5,000 to \$200,000 per station. The appropriation of funds for these purposes will, of course, be requested from time to time as necessary.

The effect of granting the authority contained in S. 3252 on the domestic telecommunications industry was examined by the com-

mittee. Since Washington, D.C., is the center of an adequate and modern communications system, it is expected that few foreign governments would avail themselves of the reciprocal privilege. Moreover, the volume of traffic from most of the embassies is not such to warrant the expense of constructing a radio station by the foreign governments. The State Department would continue to lease circuits as they now do for many posts such as London, Brussels, and Buenos Aires. The executive branch, therefore, concluded that American carriers would suffer no significant loss of revenue. Nevertheless, the committee sought and received written assurances from the three principal American carriers (Radio Corp. of America, American Cable & Radio, and Western Union) that they have no objection to enactment of S. 3252. These letters follow:

RCA COMMUNICATIONS, INC.,
New York, N.Y., June 21, 1962.

Hon. GEORGE W. BALL,
Acting Secretary of State,
U.S. Department of State, Washington, D.C.

DEAR SIR: I am writing this letter to confirm my previous advice to Mr. Robert G. Kreer, Chief, Division of Communication Services, Department of State, that RCA Communications, Inc., will interpose no objections to Senate bill No. 3252 and House bill No. 11732, if deemed by the Congress to serve the national interest.

These bills are to amend section 305 of the Communications Act of 1934, as amended, so that the President may authorize a foreign government, under such terms and conditions as he may prescribe, to construct and operate at the seat of government of the United States a low-power radio station, as provided in the bills.

Respectfully yours,

T. H. MITCHELL.

AMERICAN CABLE & RADIO CORP.,
New York, N.Y., June 22, 1962.

Hon. GEORGE W. BALL,
Acting Secretary of State,
Washington, D.C.

MY DEAR MR. BALL: This refers to proposed legislation currently being considered by Congress in the forms of bill S. 3252, in the Senate of the United States, and bill H.R. 11732, in the House of Representatives.

The subject matter of these bills has previously been discussed with representatives of the Department of State. This letter is to confirm the previously stated position to such representatives that if the proposed bills are deemed to be in the national interest then this company would offer no objection to them.

Very truly yours,

B. B. TOWER, *President.*

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THE WESTERN UNION TELEGRAPH CO.,
New York, N.Y., June 26, 1962.

Hon. GEORGE W. BALL,
Acting Secretary of State,
Department of State,
Washington, D.C.

MY DEAR MR. BALL: Under date of June 21 Mr. Robert G. Kreer has called our attention to Senate bill S. 3252 and House bill H.R. 11732 having to do with authorizations to a foreign government to construct and operate low-power radio stations in the United States for transmission of its messages to points outside the United States.

While we have some reservations of the possible impact of such permissive legislation on our revenues, we would impose no objection to the bill if it is established to be in the national interest.

Yours very truly,

K. B. MITCHELL, Vice President.

The last concern of the committee was over the extent to which the bill might facilitate the transmission of espionage information to foreign governments. Foreign missions in Washington have open access to U.S. telegraph services and can lease international radio or cable channels over which they can now transmit in code everything that the bill would allow them to transmit over their own radio facilities. Moreover, the diplomatic pouch enjoys complete immunity from inspection, and with present international air schedules offers a very rapid channel for transmission of unlimited quantities of intelligence material. The committee concluded, therefore, that enactment of S. 3252 involves no substantial disadvantages from the security standpoint.

CONCLUSION

It was the opinion of the Committee on Foreign Relations that it is in the national interest to enact S. 3252. Dependable communications with our oversea missions is demonstrably vital effectively to carry out our foreign policy objectives. Secretary Ball stated the advantages offered by S. 3252 as follows:

Such facilities will permit the Department in Washington to keep in almost continuous contact with its representatives in distant parts of the world, often in Communist-dominated countries.

The facilities will permit the rapid transmission and receipt of priority messages relating to many subjects.

They will permit the ready use of automatic encrypting devices, which is not possible with existing facilities available to many of our posts in the less developed areas.

They will free the local post from dependence on local facilities and their often limited hours of operation.

They will be operable in spite of local disturbances such as riots, rebellions, or the preemption of commercial facilities in time of trouble by the local government.

The Committee on Foreign Relations urges the Senate to take prompt and favorable action on S. 3252 so that these benefits may be obtained for the United States.

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CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill are shown as follows (new matter printed in italic; existing law in which no change is proposed is shown in roman):

[PUBLIC—No. 410—73D CONGRESS]

[S. 3285]

AN ACT To provide for the regulation of interstate and foreign communication by wire or radio, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

* * * * * * *

TITLE III—SPECIAL PROVISIONS RELATING TO RADIO

LICENSE FOR RADIO COMMUNICATION OR TRANSMISSION OF ENERGY

SECTION 301. It is the purpose of this Act, among other things, to maintain the control of the United States over all the channels of interstate and foreign radio transmission; and to provide for the use of such channels, but not the ownership thereof, by persons for limited periods of time, under licenses granted by Federal authority, and no such license shall be construed to create any right, beyond the terms, conditions, and periods of the license. No person shall use or operate any apparatus for the transmission of energy or communications or signals by radio (a) from one place in any Territory or possession of the United States or in the District of Columbia to another place in the same Territory, possession, or District; or (b) from any State, Territory, or possession of the United States, or from the District of Columbia to any other State, Territory, or possession of the United States; or (c) from any place in any State, Territory, or possession of the United States, or in the District of Columbia, to any place in any foreign country or to any vessel; or (d) within any State when the effects of such use extend beyond the borders of said State, or when interference is caused by such use or operation with the transmission of such energy, communications, or signals from within said State to any place beyond its borders, or from any place beyond its borders to any place within said State, or with the transmission or reception of such energy, communications, or signals from and/or to places beyond the borders of said State; or (e) upon any vessel or aircraft of the United States; or (f) upon any other mobile stations within the jurisdiction of the United States, except under and in accordance with this Act and with a license in that behalf granted under the provisions of this Act.

* * * * *

GENERAL POWERS OF COMMISSION

SEC. 303. Except as otherwise provided in this Act, the Commission from time to time, as public convenience, interest, or necessity requires, shall—

- (a) Classify radio stations;

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- (b) Prescribe the nature of the service to be rendered by each class of licensed stations and each station within any class;
- (c) Assign bands of frequencies to the various classes of stations, and assign frequencies for each individual station and determine the power which each station shall use and the time during which it may operate;
- (d) Determine the location of classes of stations or individual stations;
- (e) Regulate the kind of apparatus to be used with respect to its external effects and the purity and sharpness of the emissions from each station and from the apparatus therein;
- (f) Make such regulations not inconsistent with law as it may deem necessary to prevent interference between stations and to carry out the provisions of this Act: *Provided, however,* That changes in the frequencies, authorized power, or in the times of operation of any station, shall not be made without the consent of the station licensee unless, after a public hearing, the Commission shall determine that such changes will promote public convenience or interest or will serve public necessity, or the provisions of this Act will be more fully complied with;
- (g) Study new uses for radio, provide for experimental uses of frequencies, and generally encourage the larger and more effective use of radio in the public interest;
- (h) Have authority to establish areas or zones to be served by any station;
- (i) Have authority to make special regulations applicable to radio stations engaged in chain broadcasting;
- (j) Have authority to make general rules and regulations requiring stations to keep such records of programs, transmissions of energy, communications, or signals as it may deem desirable;
- (k) Have authority to exclude from the requirement of any regulations in whole or in part any radio station upon railroad rolling stock, or to modify such regulations in its discretion;
- (l) Have authority to prescribe the qualifications of station operators, to classify them according to the duties to be performed, to fix the forms of such licenses, and to issue them to such citizens of the United States as the Commission finds qualified;
- (m) Have authority to suspend the license of any operator for a period not exceeding two years upon proof sufficient to satisfy the Commission that the licensee (1) has violated any provision of any Act or treaty binding on the United States which the Commission is authorized by this Act to administer or any regulation made by the Commission under any such Act or treaty; or (2) has failed to carry out the lawful orders of the master of the vessel on which he is employed; or (3) has willfully damaged or permitted radio apparatus to be damaged; or (4) has transmitted superfluous radio communications or signals or radio communications containing profane or obscene words or language; or (5) has willfully or maliciously interfered with any other radio communications or signals;
- (n) Have authority to inspect all transmitting apparatus to ascertain whether in construction and operation it conforms to the requirements of this Act, the rules and regulations of the Commission, and the license under which it is constructed or operated;
- (o) Have authority to designate call letters of all stations;

(p) Have authority to cause to be published such call letters and such other announcements and data as in the judgment of the Commission may be required for the efficient operation of radio stations subject to the jurisdiction of the United States and for the proper enforcement of this Act;

(q) Have authority to require the painting and/or illumination of radio towers if and when in its judgment such towers constitute, or there is a reasonable possibility that they may constitute, a menace to air navigation.

* * * * *

GOVERNMENT-OWNED STATIONS

SEC. 305. (a) Radio stations belonging to and operated by the United States shall not be subject to the provisions of sections 301 and 303 of this Act. All such Government stations shall use such frequencies as shall be assigned to each or to each class by the President. All such stations, except stations on board naval and other Government vessels while at sea or beyond the limits of the continental United States, when transmitting any radio communication or signal other than a communication or signal relating to Government business, shall conform to such rules and regulations designed to prevent interference with other radio stations and the rights of others as the Commission may prescribe.

(b) Radio stations on board vessels of the United States Shipping Board Bureau or the United States Shipping Board Merchant Fleet Corporation or the Inland and Coastwise Waterways Service shall be subject to the provisions of this title.

(c) All stations owned and operated by the United States, except mobile stations of the Army of the United States, and all other stations on land and sea, shall have special call letters designated by the Commission.

(d) *The provisions of section 301 and 303 of this Act notwithstanding, the President may authorize a foreign government, under such terms and conditions as he may prescribe, to construct and operate at the seat of government of the United States a low-power radio station in the fixed service at or near the site of the embassy or legation of such foreign government for transmission of its messages to points outside the United States, where he determines that the authorization would be consistent with the national interest of the United States and where such foreign government has provided substantial reciprocal privileges to the United States to construct and operate radio stations within territories subject to its jurisdiction. Foreign government stations authorized pursuant to the provisions of this subsection shall conform to such rules and regulations as the President may prescribe. The authorization of such stations, and the renewal, modification, suspension, revocation, or other termination of such authority shall be in accordance with such procedures as may be established by the President and shall not be subject to the other provisions of this Act or of the Administrative Procedure Act.*

* * * * *

LIMITATION ON HOLDING AND TRANSFER OF LICENSES

SEC. 310. (a) The station license required hereby shall not be granted to or held by--

- (1) Any alien or the representative of any alien;
- (2) Any foreign government or the representative thereof;
- (3) Any corporation organized under the laws of any foreign government;
- (4) Any corporation of which any officer or director is an alien or of which more than one-fifth of the capital stock is owned of record or voted by aliens or their representatives or by a foreign government or representative thereof, or by any corporation organized under the laws of a foreign country;
- (5) Any corporation directly or indirectly controlled by any other corporation of which any officer or more than one-fourth of the directors are aliens, or of which more than one-fourth of the capital stock is owned of record or voted, after June 1, 1935, by aliens, their representatives, or by a foreign government or representative thereof, or by any corporation organized under the laws of a foreign country, if the Commission finds that the public interest will be served by the refusal or the revocation of such license.

Nothing in this subsection shall prevent the licensing of radio apparatus on board any vessel, aircraft, or other mobile station of the United States when the installation and use of such apparatus is required by Act of Congress or any treaty to which the United States is a party.

(b) The station license required hereby, the frequencies authorized to be used by the licensee, and the rights therein granted shall not be transferred, assigned, or in any manner either voluntarily or involuntarily disposed of, or indirectly by transfer of control of any corporation holding such license, to any person, unless the Commission shall, after securing full information, decide that said transfer is in the public interest, and shall give its consent in writing.

APPENDIX

STATEMENT BY HON. GEORGE W. BALL, ACTING SECRETARY OF STATE,
BEFORE THE SENATE FOREIGN RELATIONS COMMITTEE, IN SUPPORT
OF S. 3252, JUNE 21, 1962

I

Mr. Chairman, I appear today in support of S. 3252, a bill to amend the Communications Act of 1934 to permit the President to authorize a foreign government to operate a radio transmitter at or near its mission in Washington when that government has provided reciprocal privileges to the United States to operate a station within its territory.

The Department of State attaches the greatest importance to this legislation as a means of making possible more rapid communications between Washington and our representatives in certain areas of the world.

The essential problem before us is not communication with such major capitals as London and Paris or Bonn. For these posts, existing facilities are adequate to meet the demands made upon them. Rather, our problem is improved communications with many of the newer posts throughout the world—in Africa, Asia, and Latin America.

The ability to communicate promptly with these areas is an essential element in our conduct of international relations. Time and time again we have found our ability to cope effectively with crises in the less developed areas impeded by lack of modern communication facilities. Today, we are no longer able to protect and advance our vital national interests by relying exclusively on the slow facilities presently available.

For instance, transmission time by commercial facilities to the Congo, to Vientiane in Laos, and to Algiers, may take as long as 20 hours. These are all areas where almost hourly developments have an important bearing on our interests. There have been occasions when time lost in transmission, or delays in getting a message through, have made our task more difficult.

To remedy such situations, we propose to install radio stations in many of our posts in these remote areas. Past experience has indicated, however, that we cannot install such facilities unless we are prepared to offer reciprocal opportunities in Washington. The bill before you will permit this on a selective basis. With this authority, we can effectively increase the communication tools available to us.

II

Diplomacy relies on the written and spoken word. Because of our wide range of interests abroad and in spite of our best efforts to express ourselves concisely we must employ many words to conduct our diplomatic activities. The Department of State, for instance, transmits and receives by telegraph about 10 million words a month.

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Much of this traffic is of an essential nature. It includes, for example, such material as instructions for negotiations, reports on the latest developments in Laos, or summaries of the Secretary's conversations in Europe.

The flow of this and other material to our 292 posts around the world is through 4 principal channels of communication. These are commercial facilities, leased commercial facilities, military trunklines, and the traditional pouch service.

Contact with 46 embassies is maintained through commercial facilities of the type available to all business firms and other governments. In some places such service is adequate to our needs. In other places, however, and particularly in the underdeveloped areas, commercial channels do not always provide us with either the facilities or the service that our interests demand.

In some of these areas, for instance, the commercial telegraph office has fixed business hours, such as 9 in the morning to 5 in the afternoon. Often an important cable requiring immediate action will arrive at such an office after business hours and not be delivered to the embassy until the telegraph office opens next morning. As a result, we had a situation recently where an important priority cable to a post in Africa took almost 24 hours to reach our embassy. With the aid of jet airplane travel, we could have physically sent a man there more promptly, although at greater cost.

In Bangui in the Central African Republic, for example, the commercial facilities are open only from 7:30 a.m. to 6 p.m. during weekdays and for only a few hours on weekends. We must time our transmission accordingly. As a result, given the time difference, a message sent late this morning will probably not be received by the Embassy until some time the following morning, when the telegraph office opens there.

Approximately 21 of our posts abroad utilize leased commercial facilities. With leased facilities our messages do not have to compete with traffic from other sources. We are thus assured rapid and continually available means of communication. Leased lines, however, are available only in the more developed areas of the world and, as the figures indicate, are available to a relatively few posts.

To speed our traffic, we also utilize, where possible, military trunk-lines. Such lines have the advantage of transmitting our traffic to a distant point where it is then put on tributary lines for onward transmission to its ultimate destination. Such lines are particularly important for reaching broad areas where existing commercial facilities are not adequate for the amount of traffic we generate, or where significant cost savings are possible by sending a message initially over the military trunkline and then transferring it to a commercial line.

Finally, an increasing volume of routine traffic is carried by hand through our pouch service. Even in the 20th century the diplomatic courier is an indispensable instrument in the communications picture. The electronic age has not, and probably will not, replace him. Today we have 93 couriers making frequent visits to almost all of our posts throughout the world.

III

We are taking several steps to improve our communications facilities and assure their compatibility with the demands of the sixties.

To speed the transmission of messages we are making, wherever feasible, greater use of leased commercial facilities. For example, communications to London, Brussels, and Buenos Aires now flow over such lines.

To reduce the risks of atmospheric disturbances to wireless transmission, we are making greater use of forward scatter systems. This system, relying on the latest advances in radio technology, will, by overcoming the threat of sunspots and other natural disturbances, permit the more rapid flow of messages across vast areas of land and sea, particularly to our posts in the Far East. Communications experts inform us that atmospheric disturbances will be much more troublesome in the next decade. Use of the scatter system will allow us to surmount this difficulty and give us a greater dependability and more channels for communicating with key areas of the world.

To assure greater security for our traffic and to expedite its servicing here and abroad we are employing more and more automatic encrypting and switching devices. Such machines are particularly important for cutting the time between the receipt of a coded message and its delivery, in decoded form, to the action officer. Such machinery will enable us to reduce servicing time from hours to minutes, as encoding, transmission, relaying, and decoding will all be part of an essentially simultaneous operation.

We are also improving our pouch service with more frequent trips to remote areas. For instance, most of our posts in Africa now have the benefit of twice weekly courier service. Through the courier our posts send and receive communications and documents important to the conduct of our affairs but too lengthy to be sent by other means. With more frequent service our posts will be kept more currently abreast of continuing developments in the field of foreign policy and be in a better position to inform those governments to which they are accredited of our views on matters of common interest.

IV

The most important improvement, however, will be the ability to install and operate our own radio stations in many of our missions abroad. Such facilities will permit the Department in Washington to keep in almost continuous contact with its representatives in distant parts of the world, often in Communist-dominated countries.

The facilities will permit the rapid transmission and receipt of priority messages relating to many subjects.

They will permit the ready use of automatic encrypting devices, which is not possible with existing facilities available to many of our posts in the less developed areas.

They will free the local post from dependence on local facilities and their often limited hours of operation.

They will be operable in spite of local disturbances, such as riots, rebellions, or the preemption of commercial facilities in time of trouble by the local government.

We are severely restricted in installing and using such facilities because the Communications Act of 1934 does not permit the granting of reciprocal privileges to foreign governments. Consequently, many governments will not permit us to operate radio transmitters in their

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countries. The following situations are illustrative of the general problem:

1. Our Embassy in one Middle Eastern country was forced to rely upon commercial facilities which were so unreliable and inadequate that it became necessary for us to install our own radio transmitter. This fact became known to the host government soon after we began transmissions. The local government immediately requested reciprocal privileges for their embassy in the United States. We, of course, could not grant this request. We then were directed not only to cease operation but to remove the equipment from the country.

2. An important post in the Far East, dependent upon commercial facilities, suddenly found it necessary, because of local developments, to increase its telegraphic reporting of changes in the local political scene. The transmission facilities of the commercial concern became overtaxed. Serious delays in processing of telegrams resulted. Authority to install a radio transmitter was requested from the host government. Our request was denied because we were unable to grant reciprocal permission for their mission in the United States.

3. Our mission in a north African country is required to operate under most adverse conditions during periods of extreme civil strife. Communications have been limited to the overloaded and erratic local commercial facilities. At times we have been out of communication with that post for as long as 48 hours. Our efforts to obtain authority to establish a radio transmitter have been summarily rejected.

v

The proposed amendment to the Communications Act of 1934 would provide for the reciprocity necessary to obtain stations abroad. It would permit the President to

"* * * authorize a foreign government, under such terms and conditions as he may prescribe, to construct and operate at the seat of government of the United States a low-power radio station in the fixed service at or near the site of the embassy or legation of such foreign government for transmission of its messages to points outside the United States, where he determines that the authorization would be consistent with the national interest of the United States and where such foreign government has provided substantial reciprocal privileges to the United States to construct and operate radio stations within territories subject to its jurisdiction."

This proposed legislation contains many safeguards. Foreign governments would be authorized to have a station only when the President determines that such authorization would be consistent with our national interest. No foreign government would be permitted to operate more than one station, which would be in Washington, D.C. In order to reduce the danger of interference to U.S. commercial stations, the power, hours of operation, and types of authorized transmission for these embassy stations would be subject to specific agreements. In addition, each would operate on a frequency approved by the President's Director of Telecommunications

Management after consultation with the Federal Communications Commission.

VI

It is not expected that many of the foreign embassies in Washington would wish to avail themselves of this reciprocal opportunity. Washington is a communications hub and a large number of commercial facilities are available to embassies here, including the availability of leased lines. In addition, most embassies here do not have the volume of traffic associated with U.S. missions abroad. Generally, the range of U.S. interests and problems is greater than most other countries. Therefore, traffic to and from our posts is heavier. Finally, many embassies here would probably find that commercial facilities are cheaper, in relation to their volume of traffic, than the installation of their own radio stations.

VII

We do not contemplate installing radio stations in all of our missions abroad. As I have indicated, many of these missions are adequately serviced by existing facilities. Where such facilities are lacking, however, we contemplate installing our own facilities over the next few years.

VIII

This legislation has been carefully examined by the Bureau of the Budget, the Department of Defense, the Department of Justice, and the Federal Communications Commission.

There are no objections to the proposed amendment on security grounds. It has been determined that the installation of a radio facility in an embassy in Washington offers no greater opportunity for transmitting intelligence than is currently available through commercial facilities and pouch services.

This proposal has been discussed with the leading American commercial communication carriers. We do not believe this proposal would result in any significant reduction in traffic carried by such companies. It is unlikely, for instance, that many nations would avail themselves of the opportunity to install a station. Furthermore, limitations on power, operating hours, and frequencies would tend to limit the amount of traffic that could be carried on such facilities.

Finally, we have been assured that operations can be controlled so as to insure that there will be no serious interference with other licensed operations in this country.

IX

The position of the United States as a great power in the world today requires that we have not only the policies but the resources to meet our responsibilities. Among those resources are the communication facilities needed to respond promptly and efficiently to the problems confronting us.

Technology has made possible more rapid transit of people, ideas, and messages. We are proposing simply to harness that technology to the practice of diplomacy by improving our communications facil-

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ities. One step forward is the installation, where appropriate, of radio stations in our missions abroad. To do this, we must be in a position to offer reciprocity to other countries. The proposed amendment to the Communications Act of 1934, now before you, will permit this. The Department of State believes, therefore, that it is in the national interest to enact this amendment in order that we can more effectively support diplomatic negotiations, coordinate our policies with our allies, and improve our ability to act promptly in crises.

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